



MISSOURI CHILD CARE CONFERENCE
REPORT



*"We can make a difference for Missouri's children.
By being their 'big friend,' we can improve their child care."*

Kaye H. Steinmetz

Missouri House of Representatives
Conference Facilitator

Last year I was privileged to hear Bob Keeshan—most of you know him as Captain Kangaroo—speak on the subject of quality day care. His basic message was that "small children need big friends."

This Child Care Conference was made possible because the children of Missouri are fortunate enough to have many "big friends."

A technical assistance grant from the National Conference of State Legislatures initiated the plan for the meeting. Then came financial support from conference sponsors and contributors. House Speaker Bob Griffin and Senate President Pro Tem Jim Mathewson gave their full support, as well as staff assistance. State agencies cooperated and helped. And, it all happened through the work of an outstanding conference planning committee. Without these "big friends," the Conference would never have been possible. I'm grateful.

Missouri has 956 licensed centers serving 57,533 kids; 1,838 licensed homes serving 17,647 children; and 1,099 exempt centers, of which we know, serving unknown numbers of children. That means that thousands of children are in care in exempt centers and home settings that may too often be unsafe and unsanitary.

The conference had a mission: to assure quality child care for all of Missouri's children.

The ultimate success of that mission hinges on the help of other "big friends" we need to recruit. If we work together, we can make a difference for Missouri's children. By being their "big friends," we can improve their child care. To do less, may leave them friendless.

"Small children need big friends."

Bob (Captain Kangaroo) Keeshan



Message From The Speaker

Mark Ausmus

General Counsel
to Speaker of the House Bob F. Griffin

On behalf of Speaker Bob F. Griffin and the Missouri House of Representatives, it is my pleasure to welcome all of you here today. Speaker Griffin regrets he was unable to join you on this day on which vital information will be exchanged and discussions will take place that will determine the future of our state and our country. For with the children who are enrolled in our day care programs lies the potential for greatness that can be realized by the generations to come.

Today we hear much about the changing family structure—how the increasing number of women in the work force and the growing single parent families are thrusting more responsibility on day care providers to create the type of environment that will stimulate the growth and development of our children, both intellectually and emotionally.

No longer do adults believe that the education of a child is initiated by formal schooling. Now we believe that the lessons which they learn about relationships, values, and self esteem through play in those early years **form** the foundation on which happy, successful adult lives are built.

It has been said that having a child is **“To decide forever to have your heart walking around outside your body.”**

We of Missouri wish to ensure that these young extensions of ourselves receive the necessary nurturing and protections which they need, even if the lion's share of that responsibility is to fall on proxy parent figures outside the home.

That is why we in the House introduced legislation which was signed into law this year that charges the Missouri Children's Service Commission to develop a statewide plan for the improvement of the quality of our child day care programs.

Hopefully, many of the findings and recommendations you make today will find their way into this plan, as we coordinate our efforts behind a united agenda for action in the decades ahead.

In closing Speaker Griffin asked that I pass along to you this story.
(continued)

Senate Welcome

James Mathewson

President Pro Tem, Missouri Senate, welcomes participants to the Child Care Conference.



It will perhaps seem ironic to some of you that he finds the ultimate goal for this conference today in the true story of one small child's death. In this experience is found a message of hope for all the living children who have followed him and will follow him in the years to come.

The boy's name was Ben.

Ben died on the morning of July 4, 1986, after months of terrible suffering from the ravages of terminal illness. Early that morning the nurses had alerted his parents that the time to say good-bye had come.

As Ben's father, Grant, tried to express to his son the joy and love the boy had brought to his parents during the short time he had been theirs to cherish, Grant reached the point where he could no longer endure the agony of a fate that so soon and so abruptly would leave a gap in their lives which could never be filled. As he kissed his son who held him so tightly, Grant could bear the deathbed watch no longer and left the room.

Now Ben's mother sat with him alone. It somehow seemed appropriate to her that she who had brought Ben into the world would be his sole companion in bidding it farewell.

The end came suddenly.

She was holding Ben's hand when she felt in that tiny grasp the immense power of the pain he was releasing. Instinctively, as Ben's hand opened, palm up, on the bed, she reached for it as she had so many times when he was little and she was afraid he would fall.

Quickly, she leaned in next to his ear and whispered the last words he would ever hear.

"Go toward the light, Ben," she said. "Go toward the light."

It seems in these last words of guidance from a mother to her dying son comes the wish all parents have for their children throughout their lives. As in the case of Ben, sometimes the journey toward that light may be taken out of a parent's hands. The controlling influence may be a friend, a relative, a teacher, or yes, a day care provider.

The important part is that all of us unite our efforts to help each child to go toward the light. For in that light shines knowledge, self worth, and the ability to make a positive contribution to mankind.

May our work today aid in leading the children of Missouri toward that light.



Introduction to Keynote

Catherine Sonnier

Staff Associate
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Conference Keynote

CHILD CARE:
Planning For The Future

Barbara A. Willer, Ph.D.

Public Affairs Director
National Association for the
Education of Young Children
Washington, D.C.

A report that was mailed to each conference registrant prior to the conference is reproduced on the following pages. Dr. Willer's keynote address was based on the information in this paper.

The Provision of High Quality Child Care Services: National Issues and a Missouri Perspective

**A paper prepared by
Barbara A. Willer, Ph.D.
National Association for the Education of Young Children**

September 9, 1989

The purpose of this paper is to provide an overview of issues affecting the provision of high quality early childhood services—specifically child care. Following the outline of these major issues, a brief assessment of Missouri's status in each area will be presented. This report is designed to provide background information needed by participants of the Missouri Day Care Conference, which is the result of a technical assistance grant from the National Conference of State Legislatures.

Public interest in child care and early childhood services is at an all-time high, and increasingly citizens are turning to their state, local, and federal government to look for a greater public commitment to these vital services. The increased interest can be traced to a number of factors. First, **demographic changes** have created a situation in which child care and early education have become the norm, not reserved for exclusive subgroups of the population. The "baby boomlet," as the baby boomers of the 1940's, 1950's and early 1960's have matured and borne children of their own, has led to our having more young children in this country than any time since the mid 1960's. But, unlike 25 and 30 years ago when the vast majority of mothers of young children were outside of the labor force, today's mothers of young children are increasingly likely to be active labor force participants. In 1988, 51% of those mothers of newborn children born in the previous year were back on the job within 12 months of giving birth. For mothers of children under age 5, 51% were in the labor force. Even more dramatic are the labor force participation rates of mothers of school-age children, estimated to be 65% for 1988 (See Figure 1).

Concurrent with the increases in mother's labor force participation rates have been changes in the child care arrangements utilized by mothers while on the job. The trend has been away from family member and relative care toward center-based arrangements, although family and relative care remains the choice of many families. Interestingly, centers serving infants are the fastest growing of any form of child care (See Figure 2).

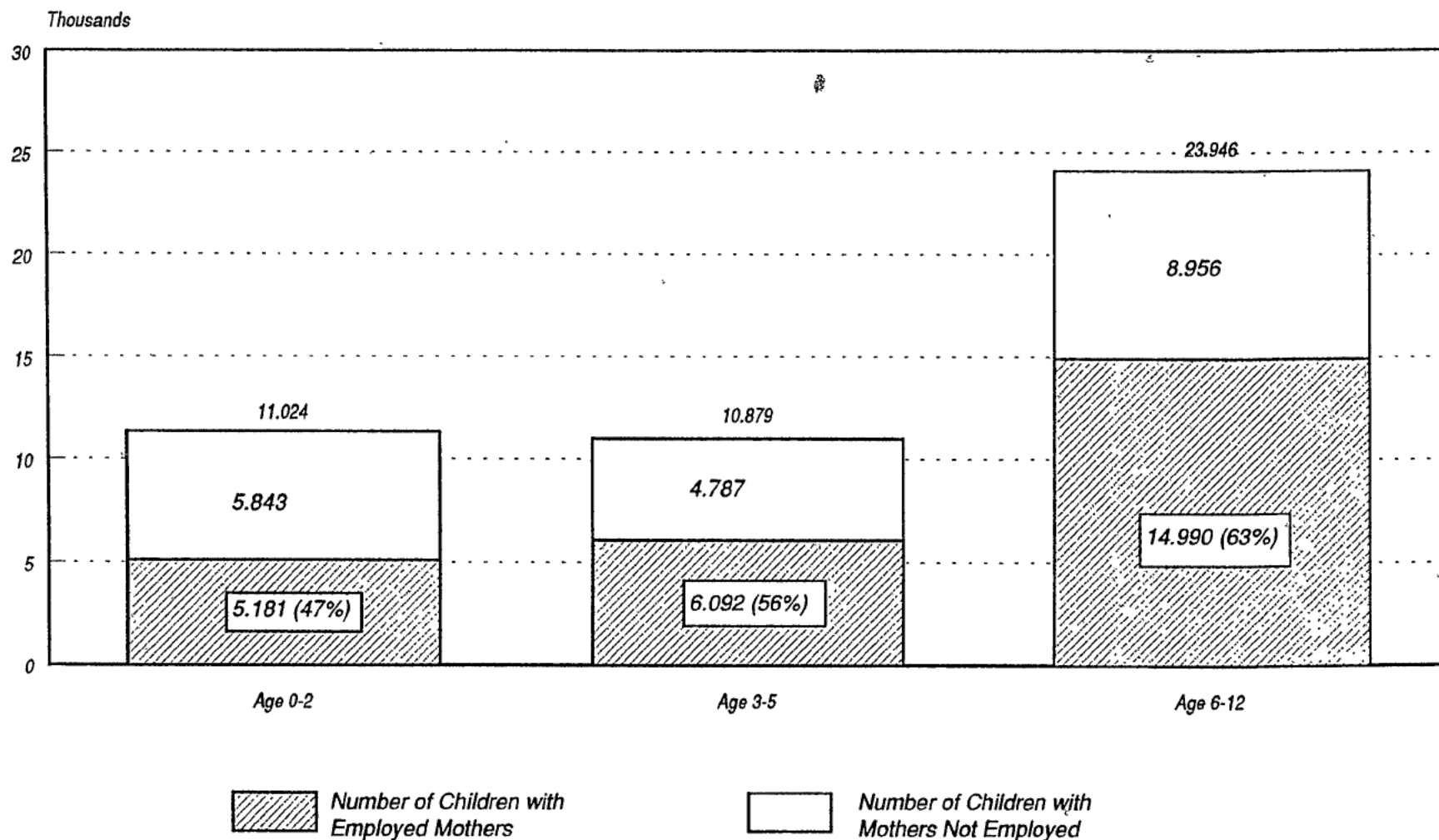
Women's labor force participation is but one of the demographic changes affecting the provision of early childhood services. Also of importance are the growing numbers of female-headed households, whether the result of divorce, separation, or non-marriage. Female heads of households traditionally have had higher rates of labor force participation than married mothers. The absence of a spouse heightens the likelihood that these mothers will utilize non-familial child care arrangements as well.

A second cause for growing public concern is based on the needs of business and industry, as depicted in this recent cartoon (See Figure 3). Women, especially married mothers, represent one of the last largely untapped labor pools. Companies are realizing that their productivity is enhanced when they pay attention to their workers' family responsibilities. Mothers—and fathers—report that they are more productive on the job and miss fewer days of work when they have good, stable child care arrangements about which they feel secure. Companies with liberal family-oriented policies are better able to attract and retain high caliber employees.

ON THE FASTTRACK BILL HOLBROOK



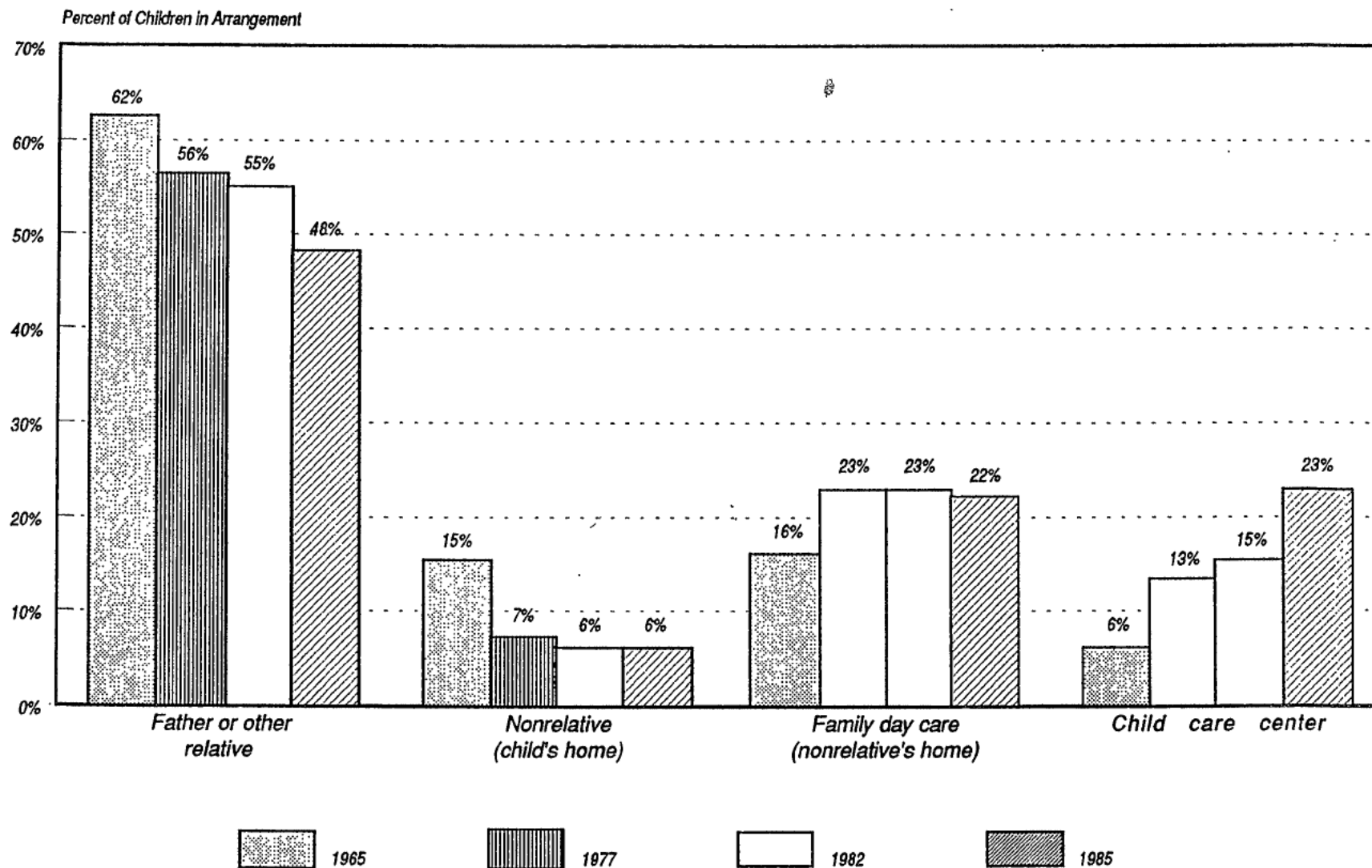
Figure 1. A Comparison of the Number of Children with Employed and Not Employed Mothers, by Age, July 1, 1987



1-A

Source: Hofferth, 1989.

Figure 2. Types of Child Care Arrangements, 1965–1985



1-B

Source: Hofferth, 1989.

A second factor related to business has to do with increasing concerns about the preparedness of future American workers. This issue is not just one of educational reform in the public schools, but impacts the preschool years as well, as the success of early intervention programs, whether primarily child-oriented like Head Start and the Perry Preschool Project or primarily family-oriented like the Missouri Parents as Teachers project or the Chicago Beethoven project, is increasingly documented. The "Ounce of Prevention," as one such project is called, well describes this phenomenon in which attention in the early years has been shown to avoid later and more costly remedial and correction services.

Often this second business factor is excluded from discussions of "child care" and saved for talks about early education or other educational forums. One of the basic premises of this paper, based on the philosophy of the National Association for the Education of Young Children, the nation's largest early childhood professional organization, is that early childhood care and education cannot be considered separately. When we discuss child care, we are discussing education, whether we intend to or not. Children are not computers—to be turned on or off. They are learning from the day they are born. Some lessons are good; others are not. When we fail to recognize that child care is education we run the risk of providing an environment that fails to provide the sound basis for later learning that all young children need. You in Missouri probably understand this concept more than in any other state, given the high degree of commitment you have given to the Parents as Teachers project. You recognize that when parents are provided the tools and support to give their children a stimulating early environment, the chances for later success are immeasurably improved. Precisely these same principles are true for caregivers other than parents.

A third reason for growing public interest in child care and early education are the increasing concerns that parents and others are raising about the **quality, availability, and affordability** of child care. Many families are experiencing problems in finding the quality of service they feel their child deserves at a price they can afford. Too often locating child care is a haphazard, disjointed process of chance, with no centralized clearinghouse of information available. Nationally, child care quality is being strangled by programs' inability to attract and retain qualified staff, the most important determinant of program quality. Largely dependent on already stretched family budgets, programs are often unable or unwilling to expand their budgets, in which personnel costs are the largest proportion. As a result, staff often earn poverty level wages with few benefits. This has led to child care having one of the highest rates of turnover of any industry, over 40% nationally and 60% or more reported in some communities. Unfortunately, children are paying the price of this vicious trade-off between program quality and affordability.

As public interest in child care has swelled, so too has attention in state legislatures as well as the U.S. Congress. Approximately two-thirds of the states have begun or expanded state-funded prekindergarten programs since the early 1980's. Twenty states have increased the number of children served under Title XX of the Social Services Block Grant since 1981, in some cases dramatically. The picture is not altogether rosy: 23 now serve fewer children than in 1981 when inflation is factored in. Any increase in Title XX services represents an additional state commitment. The FY 1988 Title XX allocation is less than half that for FY 1977 when adjusted for inflation.

In the U.S. Congress, the Senate passed the Act for Better Child Care or ABC bill earlier this summer. This landmark bill calls for \$1.75 billion to enable states to improve child care quality and affordability, with the bulk of the money to be spent to assist families with child care costs. In addition, the bill has a hefty increase for the federal Head Start program, expands the Earned Income Tax Credit, and establishes new child health tax credit initiatives. In the House, the Education and Labor Committee has approved H. R. 3 which includes components of ABC. Like the Senate version, this bill would improve child care quality and availability significantly. It would also expand the provision of Head Start and public school child care services. The House Ways and Means Committee has also approved a child care measure greatly expanding the Earned Income Tax Credit and expanding Title XX of the Social Services Block Grant with a child care

earmark. Negotiations are now underway to combine these two measures to allow a full House vote sometime this fall. A recently enacted Missouri bill serves as a prelude to passage of a federal bill by establishing some of the coordinating activities that are expected to be a part of any final bill.

Components of a sound early childhood policy

Having outlined some of the key reasons for public interest in early childhood services, we can now consider some of the basic ingredients to sound early childhood public policy. Readers are urged to review the *Guiding Principles for the Development and Analysis of Early Childhood Legislation*, (NAEYC, 1989) for a fuller description of such policy. Briefly, a sound policy for children and their families meets the following characteristics:

1. It assures the provision of high quality services.
2. It assures equitable access to high quality services.
3. It works to assure that service provision is coordinated and designed to meet family and child needs regardless of age or circumstance.
4. It recognizes the critical nature of children's services to all of society, and encourages all sectors of society—families, communities, philanthropies, business—to support high quality services for children and their families.

Each of the eight areas identified as workshop topics: 1) training, qualifications, wages and benefits; 2) standards, rules and statutes; 3) funding and affordability; 4) availability; 5) school-age child care; 6) special child care for sick and disabled children; 7) cooperation and coordination; and 8) employer responsibility can be subsumed under these four broad categories. The following section discusses each of these four areas and provides information specific to Missouri and available services.

Assuring the provision of high quality services

The basic issues involved here include considering those factors that determine program quality for children and then determining to what degree they are met. The factors that determine the quality of a child's experience in an early childhood program are well documented. They are outlined in NAEYC's *Criteria for High Quality Early Childhood Programs* (NAEYC, 1984) and a companion statement, *Guidelines for Developmentally Appropriate Practice* (Bredekamp, 1987). Developed over the course of several years, the *Criteria* and the *Guidelines* are based on the research knowledge and practical experience of thousands of early childhood educators throughout the country and represent professional consensus.

Assuring high quality early childhood programs with developmentally appropriate practices is facilitated by:

1. Teacher/caregiver training specifically related to child development/early childhood education.

Specialized training is essential to help practitioners understand how young children learn and how to teach them through an individualized, concrete, experiential approach within a group setting. Without specialized training, either of two extremes are likely to occur. Untrained caregivers may simply "mind" the children and assure that they are kept out of immediate danger but fail to provide any challenging activities. In such situations children miss literally thousands of opportunities daily to grow and learn to their fullest potential. At the other extreme, staff without specialized early childhood knowledge take on the role of "teacher," but do so remembering their own teachers at a much later age. Too often these individuals focus on learning activities far beyond the capabilities of the children in their care. Children in such situations quickly learn a powerful but unfortunate lesson, that learning is drudgery or worse, that learning is something at which they cannot excel. More often than not these children quickly "tune out," sometimes with long-term negative consequences.

2. Limiting the size of the group and providing sufficient numbers of adults to provide individualized and age-appropriate care and education for the children in the program.

Even the most well-qualified teacher cannot individualize instruction and adequately supervise too large a group of children. Early childhood settings with small groups of children and sufficient numbers of trained adults are characterized by more child interaction with adults and other children, less aggressive behavior, more cooperation among children, and more involvement in activities.

Small groups of children with sufficient numbers of adults are also critical to maintain safe, healthy conditions for children (American Academy of Pediatrics, 1987). Small groups for infants and toddlers (no more than six to eight children with two adults) are especially important to assure that they can be evacuated in case of an emergency. The risk of disease and infection is also heightened with larger groups and less supervision. Staff must have time to wash their hands after diapering one infant before comforting another crying child, or to notice whether a preschool child has washed her or his hands before eating a snack.

3. Assuring the continuity and stability of teachers/caregivers, particularly for very young children.

Children learn best when they have developed close, warm relationships with others, particularly adults. Trusting relationships with their teachers/caregivers are essential if young children are to thrive and learn in out-of-home settings. Secure, trusting relationships early in life are particularly important for children's long-term emotional development. Children who do not have the security that comes with these trusting relationships often grow up to be suspicious, uncaring, even hostile adults who are afraid to try anything new. Children who learn early in life that people can be trusted are more likely to grow up to be confident, secure adults who respect themselves and others and are able to form healthy emotional attachments.

4. Maintaining strong relationships between parents and teachers.

Studies demonstrate that the long-term effectiveness of preschool programs is related to the active involvement of parents in the program. Early childhood programs provide family support in a variety of ways, from information on child development and child-rearing to help in locating needed community resources. Parents whose children attend quality early childhood programs take a greater interest in their child's education throughout her or his life. Some parents whose children attend high quality early childhood programs have even been inspired to return to school themselves.

Knowing what determines program quality, how can it be assured? The most effective strategies include implementing an effective regulatory system that sets and enforces standards for quality care, including group size, staff-child ratios, staff qualifications and training requirements, parental involvement, and health and safety for all child care settings and addressing the current problems of low staff wages and benefits.

The Need for Strong Public Regulation

The more effective the public regulatory system governing the provision of child care services, the better children's rights to an acceptable level of care are ensured. Licensing standards set forth the public definition of acceptability; programs must meet *at least* this level of quality in order to legally operate. States vary considerably in terms of where this baseline of quality is set and the degree to which it is uniformly enforced. NAEYC's position is that all forms of out-of-home care should be subject to public regulation and that such basic protection "must apply to all programs without limiting definitions, exemptions or exceptions. Whenever programs are exempted, not covered, or given special treatment, the entire regulatory structure is weakened" (NAEYC, 1987).

The best sign of a quality program is seeing happy children who are obviously comfortable with their caregivers and interested and involved in their activities. Unfortunately, you can't legislate happiness. But, there are variables that are regulatable—ratio of adults to children, total group size, and training—that may not *guarantee* a high quality experience for children (as defined by positive interactions with adults and appropriate curriculum), but do greatly increase the likelihood that such experiences will be provided. There are, of course, programs within every state who exceed the legal baseline or provide good services even if they are exempted from licensure. In the NAEYC accreditation process for high quality programs, the state with the most accredited centers (Texas) has very weak licensing rules (Bredekamp, 1989). We believe that this is largely due to committed program directors and teachers who want to distinguish the high level of service they offer from the community norm.

The fact that individual programs will exceed state standards may suggest to some that a market-place philosophy—provide higher quality and parents will buy it—obviates the need for good, consistent licensing; I would suggest the contrary is true. The impact of differences in staff:child ratios on program costs make it very difficult for providers—especially those relying solely on parent fees—to reduce their ratios significantly below others in their community. Even though recent public opinion polls cite the growing importance that parents place on the quality of care (Harris, 1989; Hofferth, 1989), polls also indicate that for the most part, the fees parents pay for child care are not related to their income. Except at the highest income levels, wealthier parents do not tend to pay more for child care than their less wealthy counterparts (Harris, 1989).

Missouri's licensing standards

The specific requirements for child care centers in Missouri are fairly strong, with the exception of training requirements and the exemption of religious institutions from licensing requirements. Missouri licensing requirements require directors to have at least 60 college semester hours, including at least 12 semester hours in early childhood education, elementary education, child development, or child psychology. There are no formal training requirements for teachers. Missouri is one of five states with no pre-service requirements for child care teachers. It should be noted that recently enacted legislation allows the licensing department to contract with state institutions of higher education to establish clearinghouses to collect and disseminate training materials to resource agencies and child care facilities within the state. While this is an important step in the right direction, it does not replace the need for specific pre-service and in-service training requirements. With regard to staff:child ratios and group size, the following requirements are made for centers:

Age	Ratio	Group Size
Infants (6 wks–2 yrs)	1:4	8
Toddlers (all 2 yr-olds)	1:8	16
Preschoolers (3- and 4-yr-olds)	1:10	—
5 yrs and older	1:16	—
For mixed age groups of 2 yrs and older, a ratio of no less than 1:8 with a maximum of 4 2-yr-olds.		

These ratios and group sizes meet NAEYC's recommendations for infants and 4-year-olds (NAEYC, 1984). For toddlers, NAEYC recommends a ratio of 1:6 and a maximum group size of 12. NAEYC suggests 1:8 as the maximum ratio for 3-yr-olds. However, compared to the other states (see the tables on the following pages), Missouri is well with the average range.

**Infant (up to age 1 year) Group Size and Adult-Child Ratios
Number of States with Regulations Meeting or Exceeding Academy Criteria**

Adult-Child Ratio

**G
R
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P

S
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Z
E**

	1:3	1:4	1:5	1:6	1:7	1:8	1:10	1:12	1:14	1:16	1:18	1:20	1:25
		1											
6	2			1									
8		MO 12											
10	1		2	2									
12		2		1									
14					1								
16													
18													
20			1										
22													
24													
26													
28													
30													
32													
35													
Group Size													
Unregulated													
	9	4	6	1	1			1					

Academy Criteria in solid boxed area. For infants up to 1 year: group size of 6-8 with 2 adults for a staff:child ratio of 1:4. Source: *Accreditation Criteria & Procedures of the National Academy of Early Childhood Programs*, Natl. Association for the Education of Young Children, 1986. State regulations based on data from Morgan, 1987, *The National State of Child Care Regulation*, 1986.

Toddler (at 30 Months) Group Size and Adult-Child Ratios
Number of States with Regulations Meeting or Exceeding Academy Criteria

G R O U P S I Z E	Adult-Child Ratio													
	1:3	1:4	1:5	1:6	1:7	1:8	1:10	1:12	1:14	1:16	1:18	1:20	1:25	
	6													
	8	1												
	10	1								2				
	12	1		2					1					
	14					1								
	16	1						MO 5						
	18													
	20				1	1	1	2						
	22													
	24									1				
	26													
	28													
	30													
	32													
	35									1				
Group Size														
Unregulated														
	1	2	2			7	5	9		1				

Academy criteria in solid boxed area. For toddlers at 30 months: group size of 8-12 with 2 adults for a staff:child ratio of 1:4, 1:5, or 1:6. Group size of 12 and ratio of 1:6 is permitted only if staff are highly qualified; lower ratios and group size is optimal. Source: *Accreditation Criteria & Procedures of the National Academy of Early Childhood Programs*, Natl. Association for the Education of Young Children, 1986. State regulations based on data from Morgan, 1987, *The National State of Child Care Regulation 1986*.

4-Year-Old Group Size and Adult-Child Ratios
Number of States with Regulations Meeting or Exceeding Academy Criteria

G R O U P S I Z E	Adult-Child Ratio													
	1:3	1:4	1:5	1:6	1:7	1:8	1:10	1:12	1:14	1:16	1:18	1:20	1:25	
	6													
	8													
	10													
	12													
	14													
	16													
	18													
	20													
	22													
	24													
	26													
	28													
	30													
	32													
	35													
Group Size						MO								
Unregulated						7	8	1	1	5	2	2	3	

Academy criteria in solid boxed area. For 4-year-olds: group size of 16-18 or 20 at upper limit, with 2 adults for a staff:child ratio of 1:8, 1:9, or 1:10. Group size of 20 and ratio of 1:10 is permitted only if staff are highly qualified; lower limits optimal. Source: *Accreditation Criteria & Procedures of the National Academy of Early Childhood Programs*, Natl. Association for the Education of Young Children, 1986. State regulations based on data from Morgan, 1987, *The National State of Child Care Regulation*, 1986.

For family day care, there are also no pre-service or in-service requirements. If there is one provider, the home may be licensed for up to six children, including a maximum of three children under age two, or up to ten children, including two children up to age two. If an assistant is employed, the maximum number of children allowed is ten, if up to four of the children are under age two, or eight if all of the children are under age two. These requirements allow situations in which it would be extremely difficult if not impossible to provide quality care, especially if there are two infants and another eight 3- and 4-year-olds. How do you provide the individualized care and responsive attention that children need in the early years when nine other children are demanding attention as well?

Missouri this year enacted a bill requiring that within two years the division of family services' licensing staff and personnel receive appropriate training in child care and development. In addition, individuals hired as licensing inspectors must be qualified and have primary responsibility for inspections of child care facilities. Other requirements, including requiring unlimited parental access, a consumer education program to inform parents and the public about licensing requirements and complaint procedures, and maintaining a public list of substantiated complaints of abuse and neglect, all strengthen the effectiveness of the regulatory system.

The exemption issue poses one of the largest problems in Missouri's child care picture. The exemption of religious institutions from all types of requirements is a serious shortcoming. It is estimated that half of the children in care in the state are in exempt programs. It can only be frustrating to work to improve the licensing system as greatly as was done this year, only to know that so many children are in programs outside its purview.

Addressing Low Salaries and Benefits of Staff

The overwhelming importance of the quality of the adults who provide the care and education for the children is clear. Yet the early childhood field is facing a crisis situation in its ability to attract and retain qualified staff. One director recently testified before the Maryland legislature that she had to complete 55 W-2 forms last January for a staff of 11. The high rate of turnover is directly attributable to the low wages, low status, and few benefits accorded to early childhood workers. The best national data at this point comes from the Department of Labor, although it has some limitations. They collect information on child care workers and preschool teachers as two separate categories. The distinctions between the two are not clear. Moreover, data on preschool teachers are only reported in conjunction with kindergarten teachers, who are likely to receive considerably higher pay since most are associated with public school systems. Given these caveats, the annual weekly salary of child care workers in 1988 was \$187 while preschool/kindergarten teachers received an average of \$321. The average worker in 1988 received an average salary of \$385. No current national estimates are available for family day care providers. The most recent national study reflects 1977 figures of \$2,614 to \$3,229 annually for an average work week of 50 hours (Fosburg, 1981). Early childhood workers outside the public school often receive poor or nonexistent benefits packages. It is estimated that 40% of early childhood workers do not have even basic medical coverage, despite the importance of good health for assuring a healthy environment for children.

The impact of turnover on program quality heightens the seriousness of low salaries. High turnover makes it impossible to provide continuity and consistency of caregivers for children. This directly and negatively affects children's development on both a long-term and immediate basis. It also hampers the development of close ties between families and teachers, making it harder to maintain needed lines of communication. High rates of turnover and problems of recruitment also make it difficult to assure that program staff have needed levels of training. Because pre-service training requirements vary greatly and often fail to provide for adequate levels of professional preparation, good early childhood programs rely heavily on in-service training. This training method is particularly vulnerable to turnover, since the workers replacing those who leave the field do not have the instruction and supervised work experience invested in former employees.

Missouri's salaries and benefits picture

With regard to wages and benefits in Missouri, Kathy Thornburg's recent survey of salaries in child care centers and family day care homes is invaluable. The survey included information from center directors, teachers and home care providers in urban areas (Kansas City, St. Louis), out-state urban cities (Columbia, Jefferson City, Joplin, Springfield, St. Joseph, and Cape Girardeau) and rural areas (towns of less than 25,000). Information was collected for licensed and exempted centers and includes a sample of 95 directors, 88 teachers, and 88 home care providers. The average hourly salaries were found to be \$7.30 for urban directors of licensed programs, while urban directors of exempted programs received an average of \$8.50. Out-state directors in licensed programs received \$8.20, while no information was available for their counterparts in exempted programs. In rural areas, directors of licensed centers reported an average hourly salary of \$5.30, and those in exempted programs reported receiving \$4.50. For teachers in urban licensed programs, the hourly weekly wage was \$4.80 compared to \$4.90 for exempted programs. Out-state, licensed program teachers also received \$4.80, while \$3.80 was reported in exempted programs. In rural areas, teachers in licensed programs received an average of \$4.10; those in exempted programs received \$3.10. For home care providers, average hourly salaries in urban areas were reported to be \$8.40, while out-state providers reported \$7.20, and rural providers received \$5.70 per hour. These data are not directly comparable with the national figures given hourly which are weekly averages regardless of the number of hours worked. The dismal nature of these salaries, particularly for teachers is clear when they are considered in relation to the minimum wage.

For benefits the situation is not any better. Only 11% of teachers in exempted programs reported receiving health insurance. In licensed programs the figure was 25%. Only about a third (36%) of teachers in exempted programs reported having sick days; for licensed programs this figure was 51%. The lack of such crucial health benefits for staff may well be jeopardizing children's health in these programs.

Assuring equitable access to high quality services

This principle must be addressed both in terms of availability but also from the perspective of quality. Access requires assuring that families have real choices to make regarding program options. Options for higher quality care should not be limited by family income or type of child care need. All families should be able to choose among developmentally appropriate programs that meet varying family needs, including part-day, full-workday, and nontraditional hours. Choices should exist among various delivery systems, including private and public centers, schools, or family day care. Program options should be available in settings near the family home and also near the workplace. Providing these options for parents means assuring the availability of services. When availability is lacking, planning, and/or offering incentives to encourage the development of, new services is needed.

Assuring that families are able to make real choices requires attention to two factors: information and resources. Community resource and referral programs which provide a mechanism for equitably providing the information parents need to make informed child care choices should be readily available to all families. Financial resources are also critical to assuring that families can exercise real child care choices. This requires providing full subsidy to families at the lowest economic levels, with sliding-fee scales for other families. We do a terrible job in this country of supporting families with their child care costs; the passage of a federal child care bill will help, but it still will not meet the full need. Sliding-fee scales are critical. They can help parents who are too well-off to qualify for full subsidy but who do not have the resources to pay the market rate of care. In addition, sliding-fee scales are important from the quality perspective. Ideally, families with full subsidy will have the additional support they need to regain their footing on the economic ladder and will be able to move out of poverty. In such cases, a sliding-fee scale allows them to continue to enroll their children in the program. This is essential for maintaining continuity for children, which is so

important from the quality perspective. It also helps to build economic integration of children within programs, avoiding the de facto segregation that exists in too many programs today.

The welfare reform law enacted last year significantly expands the federal dollars available for child care for children of AFDC parents who are employed, in school or in training, or who are leaving AFDC due to employment. The cap on federal funds for the JOBS program does not apply to child care. States are eligible to receive reimbursement for child care expenses on an open-ended basis at the Medicaid matching rate once they implement the JOBS program (no later than October 1, 1990).

The federal government must reimburse states for the federal share of actual child care expenses up to a state-established maximum of at least \$200 per month for children under age 2 or \$175 for older children. The maximum may not exceed the local rate of care (determined by the state). The new law provides states considerable flexibility in terms of child care delivery. Service may be provided directly or through purchase of service, vouchers to parents, or cash reimbursement. Care must be arranged with consideration of the individual needs of the child. Child care utilized for JOBS participants must meet applicable standards. Exempted programs must meet basic health and safety requirements set by the state.

Equitable access can also be considered from the perspective of quality. The best means of assuring equitable access to quality programs is to ensure that the regulatory system that is designed to promote and maintain quality services is applied fairly to all programs. When exemptions are permitted, the state cannot guarantee that the basic level of protection that it feels all children deserve is being met. Therefore, children in programs not licensed by the state may be at risk in terms of the quality of care they receive.

A look at Missouri

The Thornburg study reported average weekly tuition costs in licensed centers, exempted centers, and home day care in urban and out-state areas (for this part of the study, small sample sizes made it necessary to combine out-state and rural areas). For infants and toddlers, the average weekly cost in licensed programs was \$96 in urban areas and \$79 in rural areas. In exempted centers, weekly fees for infants and toddlers averaged \$34 weekly in urban areas; data was not available for out-state. Infant and toddler care in home day care averaged \$49 in urban areas and \$45 in out-state areas. For preschool children, \$61 was reported as the average weekly tuition in urban areas and \$48 out-state in licensed centers. Exempted programs averaged tuitions of \$43 for preschoolers in urban areas and \$37 out-state. For home day care, \$45 per week was reported as the average tuition in both urban and out-state areas. The impact of tuition costs on access for low-income children is clear when one considers that the maximum full-day (5 hrs or more) payment for infants under the state subsidized day care program is \$8.31. At five days a week, this would provide a weekly payment of just over \$40. Non-infant care receives a lower payment rate. Notably, these rates reflect a recent increase.

Legislation enacted this year has several important components related to equitable access, including that the department of social services shall provide for the establishment of a sliding-fee schedules requiring co-payments based on the local market rate. This is particularly important in a heterogeneous state like Missouri, where it is clear that costs can vary significantly from one part of the state to another. In addition, the legislation calls for the establishment of a statewide resource and referral system.

The bottom line for access involves funding. The recent day care rate increase and additional slots will help to enhance access, although it is clear that funding remains a critical issue. The Children's Defense Fund, a Washington-based advocacy group estimate that 79,000 Missouri children live in poverty, and that only 8,969 received child care assistance last year. They estimate that enactment of the federal H.R. 3/ABC bill would provide \$31 million to Missouri to help parents pay for children and to help strengthen the quality of child care.

Assuring coordinated service provision

This issue relates not only to the issue of coordinating services that are provided to children and their families, but also assuring that available services meet child and family needs. Given the wide variety of service providers in the child care community, and the number of important related supportive services, the need for coordination is absolutely critical. It is also the issue to which historically we have paid little attention as a nation. Gwen Morgan, a leading national expert on child care issues, has often described our nation's child care system as a "dot-to-dot" picture before the lines are drawn in. This fragmented system has resulted in part because of the absence of a coordinating national policy. Some may recall that in 1970 the U.S. Congress passed a sweeping, comprehensive child care bill that was vetoed by then President Nixon, for fear that it would "sovietize" American children. Despite the presidential reluctance to support child care, American families have increasingly relied on such services. It has taken nearly 20 years to see federal leadership coming on this issue. Child care services were further hurt by severe budget cuts in 1981, at which time the current Social Services Block Grant was instituted. During this period with little planning and few resources, child care demand continued to escalate, stretching state and local budgets to the limit. Now we must try to "finish" the dot-to-dot picture and try to add some of the coordinating ties that are so desperately needed.

Coordination serves several important functions. Careful planning can better assure wise spending of limited financial resources, helping to make sure that programs are designed to fulfill specific needs and avoid needless duplication. Coordinating mechanisms are also needed to assure that child and family needs are met. Despite our bureaucracies that separate health from child care from education from welfare, children's and families' needs are seldom categorized so separately. All types of services are needed by children and families. In addition, service providers are often much more effective when linkages are established with other providers, and a systematic plan of needs assessment and implementation can be put into place.

Coordination and collaboration can also help to reduce some of the negative issues of "turfdom" that arise far too frequently in this field. When representatives of all groups that have a stake in the provision of children's services—from the child care community and private for-profit, nonprofit, church-related, employer-assisted, family day care, Head Start, and school-based programs to health, education, and other social services—are involved in their planning and implementation, there are less feelings of "us vs. them" and everyone can be involved to work toward a shared goal. Coordinating mechanisms also allow for the inclusion of important players not always considered in the equation, from parents to business and economic development representatives. Adding these perspectives is invaluable and can greatly enrich the provision of services.

A look at Missouri

Coordination and collaboration between various state agencies responsible for children's services appears to work fairly well in Missouri. This is particularly important for promoting effective service delivery. The recent formation of the Missouri Children's Services Commission should formalize this collaboration and further enhance the coordination of services. The Commission will include broad representation from the array of agencies responsible for children's services, and their charge makes clear not only the goal to increase interagency coordination and collaboration but to develop and implement an integrated state plan for improved services for children. Both P.L. 94-457 (the special needs legislation addressing preschool children) and the new welfare reform law require state coordination of services. P.L. 94-457 requires an interagency committee; welfare reform requires that child care provided to AFDC recipients be coordinated with Head Start and other existing early childhood education programs.

Meeting child and family needs regardless of age and circumstance

Children and families present a variety of needs that must be served. Such needs are dynamic and change over time. For instance, the need for school-age child care is much greater today than in the past when more mothers were at home when their children return from school. School-age child care issues can present a special challenge, because many children and families may feel that they are not needed. Yet a new study documents that latchkey children are at greater risk for drug experimentation than their peers, raising even greater concern about the latchkey phenomenon (Mathews, 1989). Like all forms of early childhood programs, school-age care should be designed to be developmentally appropriate, that is responsive both to the age-specific needs of the child as well as sensitive to individual variations from child to child. School-age child care must be more inviting than an open gymnasium for children to shoot basketball or a child care program that "allows" children to play in a program designed for preschool children. Pressing for independence, many children may tell their families that they don't mind coming home alone. A phone call to Mom or Dad at the office serves as the major means of supervision, and everyone crosses their fingers until Mom or Dad gets home. The issue of where school-age care is provided is also an issue, especially when children do not live close to their school, as in large urban areas where busing is used to achieve integration. The complexities become apparent when one considers the distance that may be between home, school, and the parent's workplace.

At the younger end of the spectrum is the issue of infant care. Nationally, this comprises the area of greatest need. Infants present much greater personnel demands because of their even greater need for individualized attention. This makes infant care a much more expensive proposition and one that many providers are simply unwilling to provide. Yet infancy is the time when the costs of *not* providing quality care are the greatest.

Another area of child care that must be considered if children's needs are to be met involves **child care for children with special needs**. Families often find it very difficult to locate child care if their child has a disability, both for preschool and school-age children. Community providers may be unwilling to accept such children, feeling that the challenges to incorporating them into the program are simply too great. Often such feelings are the result of a lack of knowledge, although additional support including additional staff may also be needed. When supportive services can be provided, incorporating child with special needs into the typical child care setting provides all of the advantages of mainstreaming to the disabled child as well as the other children in the program.

An increasingly common "special need" is that of **child care for sick children**. It is important to note at the outset that we are discussing primarily mildly ill children. Families of children with more serious illnesses need to have the flexibility to be with them, continuing the need for flexible leave policies that are responsive to workers' family responsibilities. There are some times, however, when a child is mildly ill and the parents feel that they can be at work, but the normal child care setting is not available. Child care for mildly ill children needs to follow the same principles for quality that relate to all other types of programs. Of particular concern is the issue of continuity. If at all possible, the setting and/or caregiver should be familiar with the child.

One last area that must be mentioned in this category involves **child care for adolescent mothers**. These services are absolutely critical and present a special challenge because they involve providing comprehensive services to both the mother and the child. Teen parents are generally emotionally unprepared to be a parent, have little knowledge of *how* to parent, and often present a variety of other needs—educational, health, welfare, etc.—as well. Yet there is no other group for whom intervention is more critical.

A look at Missouri

Regarding school-age child care, in addition to the fact that children up to age 13 are eligible to receive child care through the state subsidized program, the Department of Education currently offers start-up grants to school districts wishing to implement, expand, or improve school-age child care services. A 1987 survey reported that 30 districts were involved in the provision of school-age programs; 120 districts reported interest in receiving technical service. One difficulty that may present itself, especially to less well-to-do districts, is that start-up funds do not provide for ongoing operation. Schools where services may be needed most and where parents have the least ability to pay may well be those with the least ability to absorb operating costs.

Missouri is an exemplary leader in its provision of parent education efforts, which recognize the benefits of supporting parents in their critical role of child-rearing. The goal of making programs available to all families, and recognizing the need to devote resources to reach families who might not avail themselves of service, is an essential principle for high quality service delivery. Such programs may not at first glance appear to fit in a discussion of child care, but their inclusion stresses the importance of comprehensive, integrated services in the early years. Ideally, linkages can be made between service providers in this program with other children's services providers, including child care, to maximize the effectiveness of both programs.

One other program that needs to be mentioned with regard to comprehensive services involves the developmental screening program for preschool children. This provides an important mechanism for early identification and treatment of special needs. The challenge in implementing such programs involves effectively addressing the needs that exist in such a way that avoids labeling or stigmatizing children and provides the least restrictive environment as is required for older children with disabilities.

Encouraging all sectors of the community to support high quality services

The child care issue is simply too big for any one group to resolve satisfactorily. Government can't be expected to solve all the problems; families surely cannot provide the level of resources needed to provide the scope and quality of services needed; schools alone cannot pick up the slack. Many are turning to employers to encourage their support. Business does have an important role to play in supporting early childhood services within the community. But, we cannot delude ourselves into seeing the business community as the knight in shining armor to rescue us from the child care crisis.

Some of the reasons for business and industry's interest in early childhood programs have already been cited in an earlier section of this paper. Many employers have recognized the benefits of paying attention to child care needs, and the number of companies offering some form of assistance has burgeoned in recent years. Still, only an estimated 3,500 employers provide some form of assistance out of a potential 6 million employers.

The types of assistance that business can provide varies broadly. Business efforts may ease parents' time and scheduling constraints (flexitime, job-sharing, parental leave) or may provide financial assistance (flexible benefits, salary reduction, voucher plans). Businesses can be involved in the direct provision of child care services, from establishing a program on or near the job site, participating in a consortium effort to establish a program, or creating a family day care network. Yet another form of involvement is to provide information. Often this is an employer's initial response. Focus groups and workplace seminars can provide valuable information and support to parents. Resource and referral efforts can help families locate child care. Business can also support community efforts to improve the quality, availability, and affordability of child care services, supporting not just employee needs but those of the entire community. This last category may involve the least amount of direct, hands-on involvement yet can stimulate vast improvements for employee children and others throughout the community.

Providing information to employers is key to encouraging greater business support. Often employers think the only option is to set up an on-site program, and they think of the potential liability costs and shut the door on that idea! In fact, liability insurance for centers is not nearly the problem now that it was several years ago. Policies are available, albeit expensive (what insurance isn't?). More importantly, employers need to know the range of options available to them. We are entering a new wave of employer-assisted programs. The first wave consisted of the pacesetters/trailblazers. They were out in front and got their programs in place with little or no government incentive. In fact, a number of the states instituting tax credits for employers with on-site programs have reported little success for such programs. This second wave offers much more potential for incentives to stimulate new activity. Employers know about the child care issue and see daily how it is affecting their bottom line, but they may not be the trailblazer willing to forge ahead into uncharted territory. Information clearinghouses, referrals to other employers who have successfully offered assistance, and other incentives would like do much to encourage this group to play a larger role.

When planning incentives for employers, keep the other principles for sound policy in mind. Employers understand the benefits of a wise investment, and are willing to invest in quality. Coordination is also important. How can employer-related programs fit into the existing picture of supply and demand? Employer efforts that consider the total community or state picture can be extremely helpful and should be encouraged.

Employers are only one of the many community players that must be involved in solving the child care problems we face. The bottom line is that all sectors of society benefit from the provision of high quality services. The costs of these services must be shared more equitably. When this occurs, children will benefit by receiving higher quality of services, which will benefit us all.

A look at Missouri

As in most states, employer involvement in child care in Missouri involves a very few selected group of employers who have recognized the need for and benefits of such services. No incentives or information clearinghouse functions are currently mandated by state law.

Conclusion

One of the most frequent requests I receive from reporters preparing local or state stories on early childhood care and education or from state legislators and their staff is, "How does my state rank?" Hopefully this paper helps to clarify what an impossible question that is. There is not a magic formula that allows you to add up points for offering various services at varying levels of quality. Rather the provision of high quality early childhood services is a complex, multi-faceted operation. This report has documented some of the strengths of the Missouri system, as well as some areas needing improvement. The conference for which this paper serves as background is a testament to the number of committed individuals willing and eager to work together to strengthen the provision of high quality services. That fact alone is an important prerequisite for making improvements. The statement that "children are our future" may seem trite to some, but in fact it is true. The children for whom we provide high quality services today will comprise the workforce of tomorrow. Among today's children are our future leaders within the state. For a strong Missouri future, today's children need to be nurtured and supported and provided with the best possible start in life. It is not just a sentimental desire, your economic future depends on it.

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Leader, **SUE VARTULI**

Workshop No. 1. TRAINING

Moderator: **ROGER B. WILSON**, Columbia
Member, Missouri Senate,
19th District, 85th General Assembly

Leader: **SUE VARTULI**, Associate Professor of
Education, School of Education,
University of Missouri at Kansas City

Recorder: **RUTH FLYNN**, Supervisor,
Early Childhood Education,
Missouri Department of Elementary and
Secondary Education, Jefferson City

The availability of competent, trained staff is at the core of delivering quality child care services; the concomitant issues of wages and benefits are at the core of recruiting and retaining such staff. This workshop will explore the issues of training, wages, and benefits.

RECOMMENDATIONS

1. Educate public on quality child care issues—public awareness campaigns. (Combined with related topic)
2. Collect information on existing curriculum models and delivery systems and inservice models. Develop a model of a state-wide educational program model for early childhood. (2 votes)
3. Develop and implement a 10-year plan for a career ladder of professionalism in early childhood education. (28 votes)

COMMENTARY

In Missouri the only requirement of employment as a preschool teacher is that the individual must be eighteen years of age. The workshop participants believe the quality of care given children would be improved if training were required of caregivers and that caregivers would also benefit from training in the form of increased wages and benefits. The participants chose a public awareness campaign as a first step to achieving reform. The participants discussed several models of educational systems designed to achieve a level of professionalism within reasonable time increments and decided that those models should be examined and one system chosen as a model for Missouri. In fact, the participants created a model career ladder capable of obtaining professional status within the next ten years.

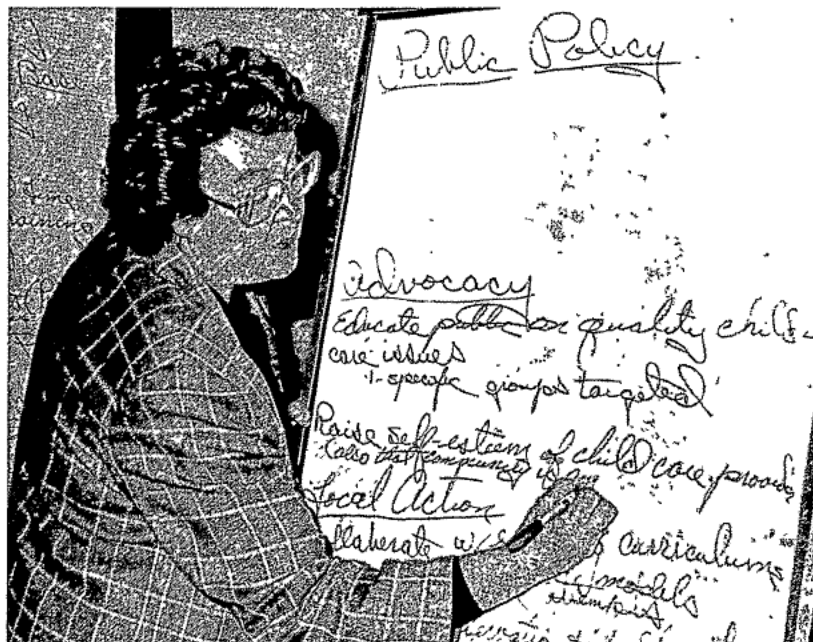
PARTICIPANTS

Dee Coleman, YWCA, Kansas City
Brenda Flynn, Zelda Epstein Day Care Center-INDEECO; SLAEYC, St. Louis
Toni Gatlin, KCMC Child Development Corporation, Kansas City
Mary McPhail Gray, University Extension, Columbia
Deborah Handler, Jewish Hospital Employees' Child Care Center, St. Louis
Ann Hood, Florissant Valley Community College at Florissant Valley, St. Louis

A. Howell, St. Louis Community College at Florissant Valley, St. Louis
Susan Keller, Edgewood Children's Center, St. Louis
Cece Luecking, Child Day Care Association of St. Louis, St. Louis
Kathy Leuken, Delmar Gardens South Infant/Toddler Center, St. Louis
Celeste Martin, Southwest Missouri State University, Jefferson City
Kathryn Nelson, The Danforth Foundation, Clayton
Dr. Cynthia Phillips, Columbia
Janet Richter, Central Missouri State University, Warrensburg
Caroline Rosser, Workshop on Wheels (CMSU), Warrensburg
Donna Scheidt, Jefferson City Day Care Center, Russellville
Sandra Slaughter, Camdenton
Pegi Stamps, Central Missouri State University, Blue Springs
Rosilee Trotta, Guardian Angel Settlement, St. Louis



Moderator, **SENATOR**
ROGER WILSON





Leader, **PEGGY PEARL**

Workshop No. 2. STANDARDS, RULES AND STATUTES

Moderator: **GENE LANG**, Warrensburg
Member, Missouri House of Representatives,
120th District, 85th General Assembly

Leader: **PEGGY PEARL**, Professor of
Consumer and Family Studies,
Southwest Missouri State University, Springfield

Recorder: **DEBRA MARKENSON**, Chief,
Bureau of Child Care Food Programs,
Missouri Department of Health, Jefferson City

RECOMMENDATIONS

1. No exemptions to child care licensing. (116 votes)
2. Expedite child care rules and regulations revision. (53 votes)
3. Explore ways to minimize zoning barriers to child care. (Combined with related topic)

COMMENTARY

The participants believed that minimum health and safety standards are appropriate for all children regardless of who provides the care and as such there should be **no** religious, education, or governmental exemptions from such standards. The revisions of the rules and regulations of the Department of Social Services for licensed facilities have been under administrative review for approximately a year. The participants felt it was time to give these revisions a public hearing and finalize the rulemaking process. In an effort to minimize zoning barriers to child care it was suggested model zoning ordinances be examined and endorse only those which would not impact adversely on the availability of child care.

PARTICIPANTS

Terry Bloomberg, American Jewish Committee & Developmental Child Care Center, St. Louis
Kaye Clemens, The Cinnamon Bear & Co Preschool & CCC, Cape Girardeau
Christina Dougherty, Junior League of St. Louis, St. Louis
Noralee Faulkner, Division of Family Services, Kansas City
Erwin Gadd, Department of Health, Jefferson City
Mary Howerton, Jefferson City
Carole Hughes, Independence
Representative Sandra Kauffman, Kansas City
Janice Ksara, Division of Family Services, Lebanon
Lynn Lyss, National Council of Jewish Women, St. Louis
Jeanne McDonald, Department of Health, Ashland
K. Mecker, St. Louis Community College at Florissant Valley, St. Louis
Judy Nelson, St. Louis Junior League, St. Louis
Carol Portman, League of Women Voters of Missouri, St. Louis
Nancy Ray, Children's House, Columbia

Dorothy Reiste, M.D., American Academy of Pediatrics, Kansas City
Marilyn Schlosser, Workshop on Wheels (Southeast Missouri State University), Benton
Sr. Diane Schlueter, Villa St. Joseph Child Care and Education Center, Ferguson
Patrice Smith, Tiny Tot School, St. Louis
Representative Katie Steele, Kirksville
Randy Thomas, Department of Public Safety, Jefferson City
Beverly Watson, KCMC Child Development & State of Missouri Home Child Care Providers,
Kansas City



Moderator, **REPRESENTATIVE**
GENE LANG



**Leader, KATHY R.
THORNBURG**

Workshop No. 3. FUNDING & AFFORDABILITY

Moderator: **PHIL B. CURLS**, Kansas City
Member, Missouri Senate,
9th District, 85th General Assembly

Leader: **KATHY R. THORNBURG**, Professor,
Human Development and Family
Studies, College of Human
Environmental Sciences, University
of Missouri, Columbia

Recorder: **JERRY SIMON**, Assistant
Deputy Director, Children's
Services, Division of Family
Services, Missouri Department
of Social Services, Jefferson City

RECOMMENDATIONS

1. Benefit package for centers and providers/child care workers (health and liability insurance programs, state caps on premiums and court settlements and free participation on state training programs, i.e., Parents as Teachers). (57 votes)
2. Expand eligibility and maintain continuum of support regardless of income subsidy. (24 votes)
3. Earmark day care as a high state priority. Expand all funding resources available for child care. (Taxes, surcharges, private funds, corporate tax credits, private business developments required to allocate day care investment dollars/space.) (89 votes)

COMMENTARY

It was the consensus of this workshop that it was not the role of government to provide all the funding for child care. However, it was up to government to provide more funding and to provide incentives to business to expand their child care commitment. Discussions resulted in many child care support options.

PARTICIPANTS

Frances Bradley, Missouri Impact, Jefferson City
Cindy Brown, Junior League, St. Louis
Representative Doyle Childers, Reeds Spring
Kathy Doellefeld-Clancy, Court Appointed Special Advocates, Clayton
Representative Laurie Donovan, Florissant
Beth Drennen, Missouri Citizen/Labor Coalition, St. Louis
Rachel Fitch, League of Women Voters of Missouri, St. Louis
Carolyn Hulbert, Missouri Citizens Labor Coalition, St. Charles
Sue Jagler, M.D., St. Louis
Mary Lee Johnston, Community Nursery Schools, Columbia
Carol Kuhns, Northland United Way & Northland Child Care Council, Metro
Council on Child Care, Kansas City

Marcia Lake, Boone Clinic, Columbia
Loretta Lloyd, Sunshine Academy, St. Louis
Donna Meinardi, Salvation Army Hope Center, St. Louis
Representative David Oetting, Concordia
Doris Pearson, Three Rivers Community College, Poplar Bluff
Marcia Pfeiffer, St. Louis Community College at Florissant Valley, St. Louis
Michelle Prenger, Rocheport
Dennis Reagan, Division of Family Services, Cape Girardeau
Corinne Remeika, Columbia
Representative Larry Rohrbach, California
Jacqueline Scott, Columbia
Lula Stallings, St. Martins Child Center & National Black Child Development Association, Kinloch
Bud Sullivan, California Manufacturing Company, California
Joyce Swanson, Hilltop Day Care Center, St. Louis
Debbie Wallrath, Columbia



Moderator, **SENATOR**
PHIL CURLS





Leader, **DONALD CHECKETT**

Workshop No. 4. AVAILABILITY

Moderator: **S. SUE SHEAR**, St. Louis
Member, Missouri House of Representatives,
54th District, 85th General Assembly

Leader: **DONALD CHECKETT**, Executive Director,
Child Day Care Association
of St. Louis

Recorder: **RICHARD MATT**, Assistant Deputy
Director, Children's Services, Division
of Family Services, Missouri Department
Social Services, Jefferson City

RECOMMENDATIONS

1. Involvement of the public school system as a significant player in the providing of day care. (39 votes)
2. State law permitting zoning for family day care in all communities (combined with related topic).
3. Target areas of high need and low availability by providing incentives to entice providers into these areas. (8 votes)

COMMENTARY

The participants discussed the role of the public school in providing child care, and although it was not the consensus that the education system should become the sole provider of child care, it was strongly felt that the schools should become a more significant partner with government and local community resources in meeting child care needs and not just for school-age children. This workshop also addressed zoning ordinances which restrict day care in family homes. The participants deliberately chose the term "permitting zoning" rather than "prohibiting zoning" in an effort to balance the need for family day care and local government's right to regulate in this area. Some of the incentives discussed to encourage providers into high need/low availability areas, such as the inner-city, were tax credits, grants, low-interest loans, and cash guarantees for start-up periods.

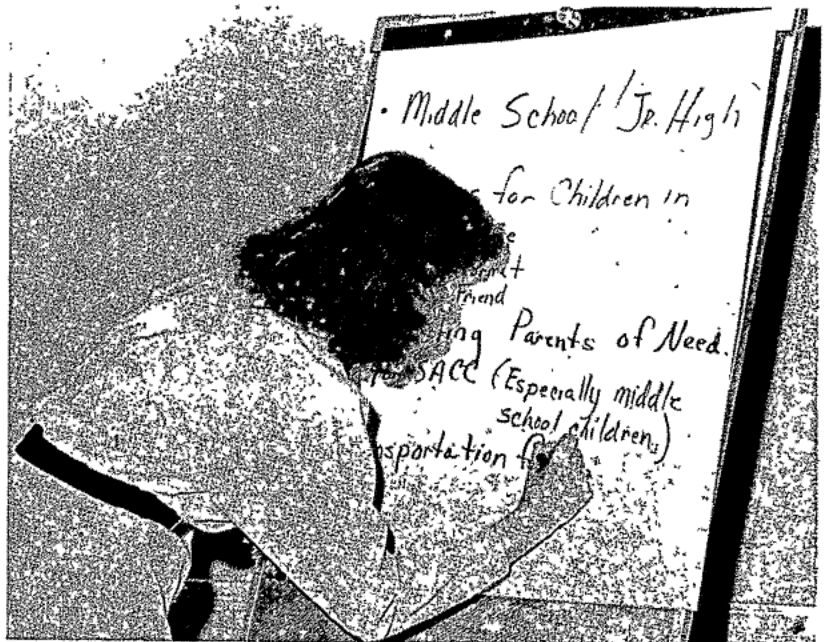
PARTICIPANTS

Jeannette Cloyd, Les Beaux Enfants, LTD, St. Louis
Jeanne Edwards, St. Louis Community College at Florissant Valley, St. Louis
Dolores Hudson, The Leaning Tree Day Nursery, Inc., St. Louis
Barbara Kahl, YWCA, Kansas City
Deborah Kersting, Child Day Care Assc. & St. Louis Task Force-Child Care, St. Louis
Marlene Levine, Southside Day Nursery, St. Louis
Chuck McGee, Department of Mental Health, Jefferson City
Carol Metzenthin, Children's Corner Inc., Webster Groves
Laura Moeller, Jefferson City Day Care Center, Jefferson City

Mary Mosley, Missouri Women's Network, Fulton
Verlean Nicks, Step by Step Preschool, St. Louis
Corinne Patton, Division of Family Services, St. Louis



Moderator, **REPRESENTATIVE**
S. SUE SHEAR





Leader, **INA LYNN McCLAIN**

Workshop No. 5. SCHOOL-AGE CHILD CARE

Moderator: **MARION G. CAIRNS**, St. Louis
Member, Missouri House of Representatives,
97th District, 85th General Assembly

Leader: **INA LYNN McCLAIN**, State 4-H
Youth Specialist, Missouri 4-H Youth
Development Programs, University of
Missouri Extension Service, Columbia

Recorder: **HARRY KUJATH**, Director of
Community Education, Missouri
Department of Elementary and
Secondary Education, Jefferson City

RECOMMENDATIONS

1. Replicate model of Parents as First Teachers to families of school-age children. (21 votes)
2. School-age child care programs that are Acceptable, Accessible, Affordable, and Available for all Missouri families. (21 votes)
3. Ask the Children's Service Commission to convene a public forum on school-age child care. (15 votes)

COMMENTARY

It was the consensus of this workshop that the need for care for school-age children is not as recognized nor emphasized as it should be in the overall assessment of child care needs. The participants pointed out that junior high students were the age group with some of the greatest needs for supervision. The participants advocate a greater role for the schools and would encourage after-school programs which are more than just free baby-sitting. They suggest creative programs with educational components, but presented in a format different from the regular classroom activities. Suggestions included enrichment programs such as building self-esteem. The participants emphasized that these programs should be available to all Missouri children and not just those located in elite school districts.

Missouri's show-case program, Parents as Teachers, is currently for children from birth to the second grade. The participants suggest this program should be extended to the eighth grade, thus encompassing children to age thirteen. Once this has been accomplished on a **statewide** basis then the next extension could be through grade twelve.

PARTICIPANTS

Mick Anderson, Webster Groves Schools, Webster Groves
Julie Assata, Guardian Angel Settlement, St. Louis
Pat Brown, Hilltop Day Care Center, St. Louis
Dorothy Burkholder, Heart of American Family Services, Raymore
Lauri Choate, Holts Summit
Alinda Dennis, United Way and NCPA, Kansas City

Barbara Fischer, AEYC-MO; Stephens College; DESE, Columbia

Nancy Heathman, YWCA, Kansas City

Dr. Robert Henley, Independence School District, Independence

Representative Carol Jean Mayes, Independence

Carolyn Rybicki, St. Louis Community College at Florissant Valley, St. Louis

Carol Schmooch, Missouri NEA, Jefferson City

Conni Steinmetz, Hazelwood School District, Florissant



Moderator, REPRESENTATIVE



Leader, **DWAYNE CROMPTON**

Workshop No. 6. SPECIAL CHILD CARE

Moderator: **MARY GROVES BLAND**, Kansas City
Member, Missouri House of Representatives,
43rd District, 85th General Assembly

Leader: **DWAYNE CROMPTON**, Executive Director,
KCMC Child Development Association,
Kansas City

Recorder: **DONNA EVERT**, Program Specialist,
Missouri Planning Council, Division of
Mental Retardation and Developmental
Disabilities, Missouri Department of Mental
Health, Jefferson City

RECOMMENDATIONS

1. Centralized coordination among state agencies providing case management services, which includes all providers, for children with special needs. (12 votes)
2. Unified licensure standards for varying levels of care for children with special needs. (34 votes)
3. Priority funding given for issues related to children with special needs. (27 votes)

COMMENTARY

This workshop defined special child care to include children who are physically or mentally handicapped, emotionally distressed, or sick (acute, catastrophic or chronically ill). The participants felt that certain key concepts should be stressed at every level of policy-making. Those key concepts are integration, prevention, early intervention, training, coordination, and funding.

The participants felt that many of the children with special needs were involved with a number of case management agencies, Health, Mental Health, Family Services, etc. which is complicated and confusing particularly for the family, but also for the provider. The agencies should look to the model being developed by P.L. 99-457, Part H, Missouri's First Steps to address a coordinated case management system. A lead agency would determine what services are necessary for the child and coordinate these services with the agency best suited to provide them, without overlapping or creating any lapse in services.

Providers serving children with special needs often must meet licensure standards of several agencies which are not consistent and may even be contradictory. Those licensure agencies should work together to develop standards which are consistent and uniform across the state. Quality standards are top priority and must address the varying levels of care to operate an integrated facility.

Eligibility to a program becomes meaningless if funds are not available to serve those eligible. Because early intervention is critical for children with special needs, if those children are to maximize their potential, increased funding is essential to offer the services that are needed now.

PARTICIPANTS

Brooke Atkinson, Junior League, St. Louis
Nela Beetem, Department of Health, Jefferson City
Maxine Borjon, Department of Mental Health, Rolla
Geraldine Carey, Happy House, Inc., Rolla
Rick Conaway, YMCA of Greater St. Louis, St. Louis
Judy Delaney, Children's House, Joplin
Janice Dempsey, University of Missouri, Columbia
L'Tanya Garrison, St. Mary's Health Center, St. Louis
Pat Jones, St. Louis Easter Seal Society, St. Louis
Dennis Mapes, Missouri Protection & Advocacy, Jefferson City
Darlene Neil, St. Louis Community College at Florissant Valley, St. Louis
Patricia Sanders, News Tribune, Jefferson City
Terrie Underwood, Columbia



Moderator, **REPRESENTATIVE
MARY GROVES BLAND**





Leader, **ROSALIE D. LITTLE**

Workshop No. 7. COOPERATION AND COORDINATION

Moderator: **MARY C. KASTEN**, Cape Girardeau
Member, Missouri House of Representatives,
159th District, 85th General Assembly
Leader: **ROSALIE D. LITTLE**, Executive Director,
Jefferson City Day Care Center, Inc.
Recorder: **MELINDA ELMORE**, Program Coordinator
of Field Services, Division of Mental
Retardation and Developmental Disabilities,
Missouri Department of Mental Health, Jefferson City

RECOMMENDATIONS

1. Establish state policy on quality, affordable, accessible child care. (31 votes)
2. Identify all appropriate parties at state and local levels to help implement policy through cooperation and coordination and increased resources. (0 votes)
3. A public research and information effort should be mounted by Children's Service Commission and a "blue-ribbon" committee and disseminated. That committee should provide information on appropriate targeted options and benefits in child care. (3 votes)

COMMENTARY

The participants in this workshop felt that a state policy on child care should be developed by a broader cross-section of interests, such as private businesses, than is represented by the Child Care Advisory Committee established by Senate Bill 241. They suggested a blue ribbon citizen's group be formed to develop the state policy. Once the policy is developed they believed a unified effort should be made by the Governor, the Legislature, the Missouri Children's Service Commission, and the Missouri Child Care Advisory Committee to endorse and advance that policy. The implementation of this policy would include dissemination of successful models of coordination. Public information designed to make children a priority in the allocation of scarce resources was viewed as a critical element in the success of an effective state policy.

PARTICIPANTS

Patrice Allen, Junior League of St. Louis, Chesterfield
Bud Carroll, UAW Local #31, Kansas City
Hilda Chaski, M.P.H., Department of Health, Jefferson City
Nancy Davis, University of Missouri, Columbia
Linda Dollison, UAW Local #31, Kansas City
Macon Finley, Junior League of St. Louis, St. Louis
Doris Handy, Fulton Day Care Center, Fulton
Linda Hillemann, Department of Health, Jefferson City
Kakie Love, William Woods College, Fulton
Sharon McPherron, St. Louis Community College at Florissant Valley, St. Louis
Sr. M. Carolyn Mruz, Villa St. Joseph Child Care Center, Ferguson

Lane Mullins, Three Rivers Community College, Poplar Bluff
Marlene Nagel, Mid-America Regional Council on Child Care, Kansas City
Marcia Nicely, Heart of America Family Service, Kansas City
Pamela Paffett, Child Day Care Association of St. Louis, St. Louis
Jane Paine, Danforth Foundation & Child Welfare League of America, St. Louis
Lois Pierce, University of Missouri, St. Louis
Diane (Dee) Lawson Shassner, Junior League, St. Louis
Barbara Smith, Buttons & Bows Pre-School Development Center, St. Louis
Margaret Strecker, Center for Human Services, Sedalia
Nancy Tanner, Christian Church (Disciples of Christ), Jefferson City
Sanceria Thomas, St. Louis Public Schools, St. Louis
Mildred Winter, University of Missouri & Parents as Teachers National Center, St. Louis
Mary Wittry-Mason, NOW, University City



Moderator, **REPRESENTATIVE**
MARY C. KASTEN





Leader, **ROSEANN BLUNT**

Workshop No. 8. EMPLOYER RESPONSIBILITY

Moderator: **JOHN F. BASS**, St. Louis
Member, Missouri Senate,
4th District, 85th General Assembly

Leader: **ROSEANN BLUNT**, Child Care
Advocate, Jefferson City

Recorder: **LARRY JONES**, Acting Director,
Division of Maternal, Child and
Family Health, Missouri Department of
Health, Jefferson City

RECOMMENDATIONS

1. Partnership of government, business, education and labor for day care/early childhood education especially looking at tax credits and cafeteria benefit plans. (31 votes)
2. Develop model legislation for On-site, Off-site, and Home day care. Legislation would address utilization of community buildings, code enforcement, zoning, tax incentives, etc. (63 votes)
3. Establish a one year public education campaign under direction of a Task Force highlighting day care/early childhood education needs and ways to meet those needs. (92 votes)

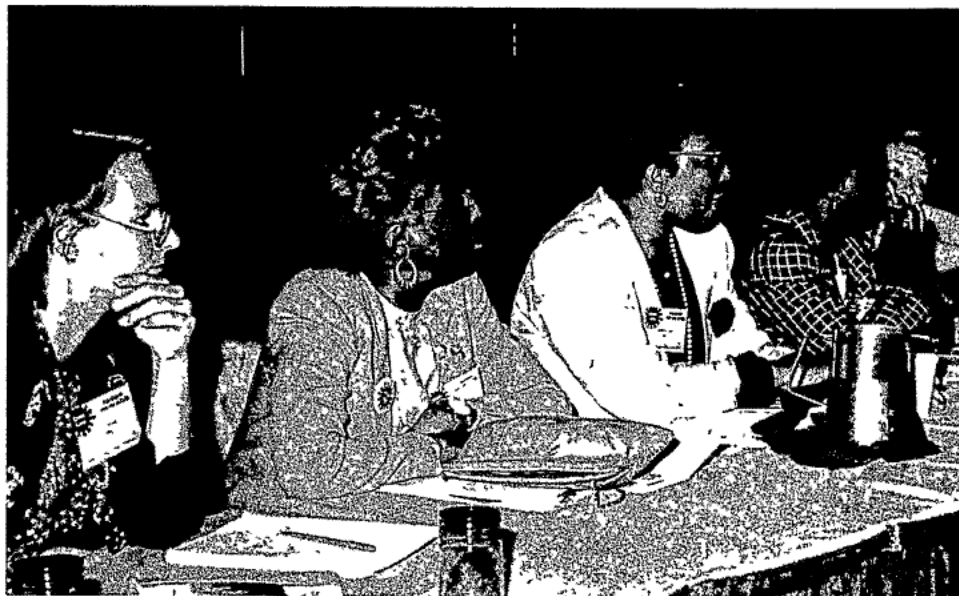
COMMENTARY

The key concept of this workshop was "Partnership". Child care was not viewed as an exclusive right or responsibility of one sector of society over another. There is a role to be played by each sector. Participants believed government should encourage business to take a more active role by providing tax incentives and benefit packages which include child care components along with more traditional benefits, such as medical insurance. Government should be setting an example for business by providing model centers and plans for state employees. The issue of zoning was addressed from a positive, pro-active perspective. Participants believed building codes should encourage day care facilities by requiring allotment of space for them whenever new construction is contemplated. They also emphasized that current resources, such as schools and churches, should be better utilized to meet the need for child care. Again, educating the public to the needs and benefits of quality child care was viewed as a high priority. Participants suggested employees could organize into lobby groups to educate their employers to the many child care support options available.

PARTICIPANTS

Dwayne Allen, Child Day Care Association of St. Louis, St. Louis
Kathleen Buescher, Citicorp Mortgage, Inc., St. Louis
Gwen Coe, Lake Area Vocational School, Camdenton
Shelly Rae Crites, Columbia
Teresa Dalton, Cape Girardeau
Barbara Enneking, Union Electric, Webster Groves
Cheri Ghan, Secretary of State's Office, Columbia
Alice Gower, Central Missouri State University, Warrensburg

Jollie Harris, Hilltop Day Care Center, St. Louis
Pat Irizarry, St. Louis
Jackie Kasnetz, St. Louis University, St. Louis
Peggy Miller, Northwest Missouri State University, Maryville
Ron Monroe, University of Missouri, Columbia
Beth Raidel, Junior League of Springfield, Springfield
Sharon Rhoads, South Fork
Pam S. Rich, MO AEYC; Missouri Impact; ROWEL, Jefferson City
Georgla Scarbrough, St. Louis
Carolyn Thomas, St. Louis Community College at Florissant Valley, St. Louis

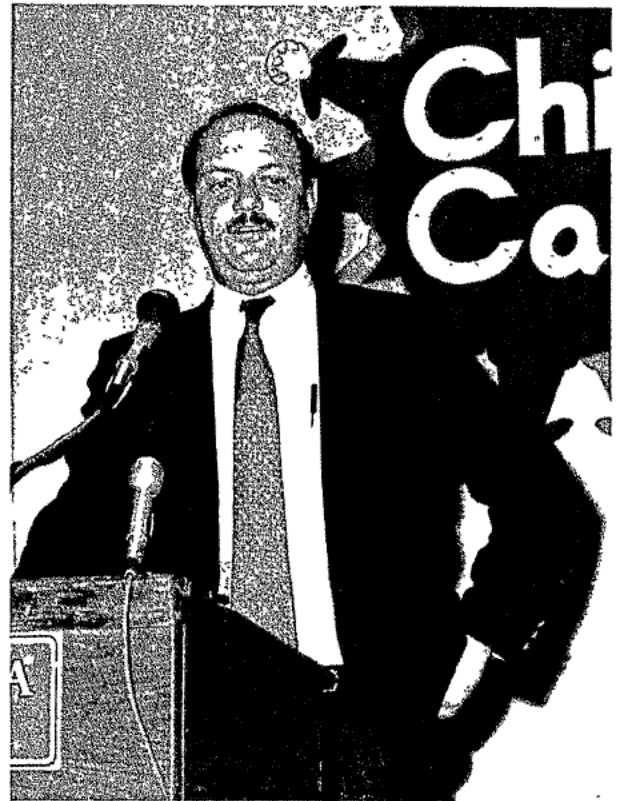


**Moderator, SENATOR
JOHN BASS**



Closing Session

ROBERT HARMON
Director,
Department of Health
Chair, Childrens
Services Commission



GARY STANGLER
Director, Department of Social Services



Ranking of Priorities



1. No exemptions to child care licensing. (116 votes)
2. Establish a one year public education campaign under direction of a Task Force, highlighting day care/early childhood education needs and ways to meet those needs. (92 votes)
3. Earmark day care as a high state priority. Expand all funding resources available for child care (taxes, surcharges, private funds, corporate tax credits, private business developments required to allocate day care investment dollars/space). (89 votes)
4. Develop model legislation for on-site, off-site, and home day care. Legislation would address utilization of community buildings, code enforcement, tax incentives, zoning, etc. (63 votes)
5. Benefit package for centers and providers/child care workers (health and liability insurance programs, state caps on premiums and court settlements, and free participation in state training programs, i.e., Parents as Teachers). (57 votes)
6. Expedite child care rules and regulations revision. (53 votes)
7. Involvement of the public school system as a significant player in the providing of day care. (39 votes)
8. Unified licensure standards for varying levels of care for children with special needs. (34 votes)
9. Establish state policy on quality, affordable, accessible child care. (31 votes)
10. Partnership of government, business, education and labor for day care/early childhood education, especially looking at tax credits and cafeteria benefits plan. (31 votes)
11. Develop and implement a 10-year plan for a career ladder of professionalism in early childhood education. (28 votes)
12. Priority funding given for issues related to children with special needs. (27 votes)
13. Expand eligibility and maintain continuum of support regardless of income subsidy. (24 votes)
14. Replicate model of Parents as First Teachers to families of school-age children. (21 votes)
15. School-age child care programs that are Acceptable, Accessible, Affordable, and Available for all Missouri families. (21 votes)

16. Ask the Children's Service Commission to convene a public forum on school-age child care. (15 votes)
17. Centralized coordination among state agencies providing case management services, which includes all providers for children with special needs. (12 votes)
18. Target areas of high need and low availability by providing incentives to entice providers into these areas. (8 votes)
19. A public research and information effort should be mounted by the Children's Service Commission and a "blue-ribbon" committee and disseminated. That committee should provide information on appropriate targeted options and benefits in child care. (3 votes)
20. Collect information on existing curriculum models and delivery systems and inservice models. Develop a model of a state-wide educational program model for early childhood. (2 votes)



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